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Outline

- I. Intelligence, in a general sense, can perform three principal functions of service to highly-placed policy-making and executive officers.
 - A. Provide warnings of threats to national security and national interests.
 1. The function of the Watch Committee is an example of this service.
 - B. Analyze, report on, and compile intelligence on foreign situations.
 1. Such intelligence assists planners - political, economic, and military.
 2. It provides a sort of running inventory of foreign situations.
 - C. Assist directly the policy-formulating process.
- II. The assistance provided by intelligence in the policy-formulating process can be illustrated in the procedures of the National Security Council.
 - A. The NSC considers foreign policy problems and makes recommendations to the President.
 1. Definition of foreign policy: The foreign policy of the United States may be defined "as the courses of action undertaken by authority of the United States in pursuit of national objectives beyond the span of jurisdiction of the United States." (Charles B. Marshall).
 - a. Points to be noted.
 - (1) Distinction between "objectives" and "courses of action."
 - (2) Action under authority of United States, but beyond United States jurisdiction.
 2. The making of foreign policy - choosing the courses of action - "calls for two ranges of perception."
 - a. "Sense of situation being dealt with" - knowledge of background and of the local factors involved.

- 2 -

- b. "Sense of perspective" - a grasp of the relation and proportions between the instant problem and all other problems arising in other places and foreseeable in other ranges of time and competing with the instant problem in the apportionment of power.
 - 3. Policy-making is often complicated by conflicting objectives - e.g. anti-colonialism vs. stability; liberal trade relations vs. stable economies.
 - 4. Intelligence can assist policy-makers in grasping a "sense of the situation" and a "sense of perspective."
- B. The steps in the formulation of policy in the NSC.
- 1. Decision that new or amended policy is needed.
 - a. Need may be suggested by intelligence supplied the policy-makers.
 - 2. Request by Planning Board for an estimate of the foreign situation.
 - a. CIA, in cooperation with IAC Agencies, will produce a National Intelligence Estimate.
 - 3. Draft of policy paper by one of the departments or agencies represented on NSC.
 - a. Draft submitted to Planning Board.
 - 4. Request for an estimate of probable consequences of various courses of action proposed.
 - a. CIA, in cooperation with IAC Agencies will will produce an NIE.
 - b. Planning Board may request data and estimates on domestic factors involved - e.g. capabilities of U.S. military forces from Joint Chiefs of Staff.
 - 5. Final draft of policy paper prepared.
 - a. When approved by the President it becomes the policy governing the actions of the executive departments and agencies.

- 3 -

6. Execution of policy by departments and officers concerned.
7. Intelligence estimate, after appropriate interval, of effects of policy.

C. Above steps constitute an ideal relationship between policy-making and intelligence which is not always achieved.

III. Problems encountered by intelligence officers in assisting policy-making.

- A. Bureaucratic obstacles, such as size of organizations, physical separation, and security requirements.
- B. Personal obstacles.
 1. Some policy officers do not know how to use intelligence facilities or feel no need for intelligence.
 2. Some intelligence officers are inflexible in adapting their production or working methods to needs of policy-makers.
- C. Problem of producing intelligence relevant to particular needs of policy-makers.
- D. Time factor creates problems.

IV. Ways of dealing with problems in present NSC - CIA relationship.

- A. Bureaucratic obstacles reduced by representation of CIA on NSC and its staffs.
- B. Personal obstacles have been reduced by the experience gained by policy and intelligence officers.
- C. Problem of producing intelligence relevant to particular needs has been solved in large part by guidance provided by Planning Board.
- D. Time factor will always constitute problem, but improved procedures and experience are reducing its importance.